

DEPARTMENT OF THE INTERIOR
BUREAU OF EDUCATION

BULLETIN, 1926, No. 6

PERSONNEL AND ORGANIZATION OF SCHOOLS IN THE SMALL CITIES

(2,500 TO 10,000 POPULATION. 1924-25)

By

HARRY S. GANDERS
PROFESSOR OF EDUCATIONAL ADMINISTRATION
COLORADO STATE TEACHERS COLLEGE



WASHINGTON
GOVERNMENT PRINTING OFFICE
1926

ADDITIONAL COPIES
OF THIS PUBLICATION MAY BE PROCURED FROM
THE SUPERINTENDENT OF DOCUMENTS
GOVERNMENT PRINTING OFFICE
WASHINGTON, D. C.
AT
10 CENTS PER COPY

C O N T E N T S

Chapter	Page
I. INTRODUCTION	1
Why the study was undertaken.....	1
Basis for the study.....	1
Questions the study attempts to answer.....	2
II. ADMINISTRATIVE ORGANIZATION OF THE SCHOOLS.....	2
Administrative unit.....	2
The control of these schools.....	4
Types of internal school organizations.....	6
Some "special" educational features included in schools of the smaller cities.....	7
Kindergartens.....	7
Evening schools and special classes.....	8
Maintenance of a continuing census.....	9
Cafeterias in elementary and high schools.....	9
Libraries and acting librarians in elementary and high schools.....	9
Textbooks furnished at public expense.....	10
Transportation at public expense.....	10
Certain financial and accounting aspects of the administrative organization in the smaller city schools.....	10
Salary schedules.....	11
Insurance on buildings.....	12
Bonded indebtedness.....	12
Sinking funds.....	12
Segregation of elementary and high school cost accounts.....	12
Publication of budget before final adoption.....	13
Conclusions and recommendations.....	14
III. PERSONNEL RESPONSIBLE FOR THE PERFORMANCE OF 72 MAJOR DUTIES.....	15
Performance of the duties of four major administrative positions.....	15
Attendance, rating, selection, and dismissal of teachers.....	15
Supervision of classroom instruction.....	16
Educational and vocational counselling.....	16
Census and attendance functions.....	16
Promotion of health.....	17
The purchase and distribution of textbooks and supplies.....	18
Officers responsible for construction and care of buildings.....	19
Supervision of janitorial service.....	19
Financial planning and accounting.....	20
IV. THE MORE IMPORTANT DUTIES PERFORMED BY MEMBERS OF THE SCHOOL PERSONNEL IN THE SMALLER CITIES.....	21
Per cent of the cities employing various school officers.....	21
Duties performed by boards of education and officers of the boards.....	28
The superintendency and elementary school principalships.....	29
Duties of other officers.....	31
V. LOCATION OF OFFICES.....	33

TABLES

	Page
1. The number and per cent of 739 small city school systems in different sections of the United States organized as "A county unit," "A consolidation," or "Some other unit," 1924-25.....	3
2. Number and per cent of 800 of the smaller cities financially independent of their municipal governments.....	4
3. Number and per cent of school boards in 787 cities which recognize superintendents as leaders in business as well as in educational affairs.....	5
4. Number and per cent of the cities having the "8-4," "6-3-3," "6-6," or "7-4" type of internal school organization.....	6

FIGURES

1. The per cent of 739 cities having various district organizations, by sections of the United States.....	3
2. The per cent of 652 cities which have various types of internal school system organizations, by sections of the United States, 1924-25.....	7
3. The per cent of cities which include in their system of school organization 10 important "special educational features"—kindergartens, evening schools, special classes, continuing census, elementary and high school cafeterias and libraries, textbooks, and transportation furnished at public expense.....	8
4. The per cent of 798 or more small city school systems which have a salary schedule, carry insurance, have a bonded debt, maintain sinking funds, segregate records of expenditures for elementary and high schools, and publish budgets before final adoption.....	11
5. A chart showing the personnel in 836 school systems in the cities of the United States between 2,500 and 10,000 population, 1924-25.....	23
6. The per cent of the total number of city systems that include in their personnel organization certain individual school officers, and the per cent that include various officers combinations.....	24
7. The per cent of desirable and undesirable locations for offices of the administrative staff in public-school systems in cities of 2,500 to 10,000 population, 1924-25.....	36

PERSONNEL AND ORGANIZATION OF SCHOOLS IN THE SMALL CITIES

(2,500 to 10,000 population, 1924-25)

Chapter I

INTRODUCTION

WHY THE STUDY WAS UNDERTAKEN

This study has been undertaken as a step preliminary to the development of a satisfactory system of school accounting for the smaller cities. It was undertaken because, in making an intensive study of the school accounting systems in a number of small cities, it was found that there is a wide variation in practice in the duties performed by different school officers. It was impossible to find two school systems in cities of 2,500 to 10,000 population in five different States where the functions performed by a given school officer were exactly those assigned the officer with identical designation in another city system. The organization and personnel of the different school systems vary greatly. The need for standard terminology to designate the different members of the personnel staff became apparent. It seemed a fruitless task to attempt to set up a comprehensive interlocking system of school accounting, designating this record and that report to be made by the various officers, until the most typical practice could be determined with reference to what duties are most commonly performed by members of the school personnel in the different cities.

BASIS FOR STUDY

Findings are based upon facts submitted by superintendents of schools in 836, or 41 per cent, of the 2,050 cities in the United States with 2,500 to 10,000 population.¹

The North, including New England, Middle Atlantic, east North Central, and west North Central States, is represented by 593 cities; the South, including South Central, South Atlantic, and west South

¹ United States Census, 1920, taken as basis for population statistics.

Central States, is represented by 140 cities; and the West, which includes the Mountain and Pacific States, yielded 103 returns.

The data presented in this report are based upon answers to 123 specific questions; 21 pertaining to the organization and special phases of the educational system, 72 pertaining to the personnel, and 34 pertaining to the location of records and offices.

QUESTIONS THE STUDY ATTEMPTS TO ANSWER

The data presented in the report of this study attempt to answer four types of questions pertaining to school systems in cities with 2,500 to 10,000 population. These questions relate to—

- A. The prevalence of various types of district and internal school system organizations.
- B. The personnel responsible for the actual performance of 72 duties of major importance in the conduct of the schools.
- C. The duties which various members of the school personnel perform.
- D. The location of the offices of members of the school board and administrative staff.

The findings relating to these four points for 836 cities, or 41 per cent of all cities of this size in the United States, establish what the prevalent practice is and should form the basis for the first step toward desirable standardization.

Chapter II

ADMINISTRATIVE ORGANIZATION OF THE SCHOOLS

ADMINISTRATIVE UNIT

Table 1 shows the number and per cent of smaller and larger systems that are organized as various administrative units. Reading the bottom row of figures for the United States, it is seen that there are about twice as many consolidations in the smaller cities as in the larger. The percentage of consolidations in the smaller cities is 27, in the larger 16. The percentages of the smaller and larger systems that are included in the county unit organization are about the same, 25 per cent for the smaller and 21 per cent for larger. The number of cities in the classification "some other type" is undoubtedly largely composed of the district unit organization. The numbers and percentages of systems organized as parts of various administrative units for both groups of cities together is also shown in Table 1.

TABLE 1.—Administrative unit of 739 small city school systems

Section of United States		Smaller cities (2,500 to 4,999)						
		Number of cities reporting	Administrative unit					
			County unit		Consolidated unit		Some other unit	
			Number	Per cent	Number	Per cent	Number	Per cent
North	296	59	20	79	27	158	53	
South	76	37	49	18	23	21	28	
West	58	14	24	15	26	29	50	
United States	430	110	25	112	27	208	48	

Section of United States		Larger cities (5,000 to 10,000)						
		Number of cities reporting	Administrative unit					
			County unit		Consolidated unit		Some other unit	
			Number	Per cent	Number	Per cent	Number	Per cent
North	226	20	9	31	14	175	77	
South	48	37	77	11	23	0	0	
West	35	8	23	7	20	20	57	
United States	309	65	21	49	16	195	63	

Section of United States		Smaller and larger cities						
		Number of cities reporting	Administrative unit					
			County unit		Consolidated unit		Some other unit	
			Number	Per cent	Number	Per cent	Number	Per cent
North	522	79	15	110	21	333	64	
South	124	44	35	41	33	39	32	
West	93	22	24	22	24	49	52	
United States	739	145	21	173	23	421	56	

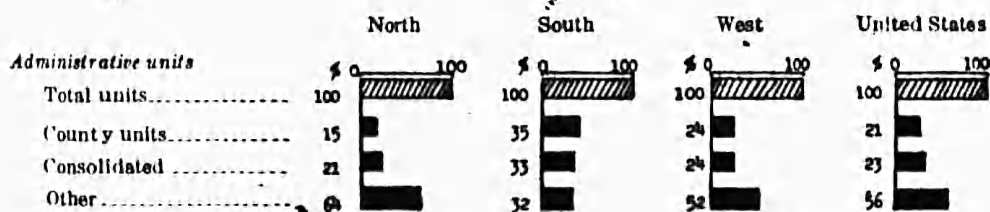


FIG. 1.—Per cent of 739 small cities (2,500 to 10,000 population) which have various school district organizations

These facts are, however, more clearly shown in Figure 1. It may be noted in Figure 1 by comparing bars of the chart from left to right, that the cities embraced within the "county unit" are more than twice as prevalent in the South as in the North, that the number

of consolidated units in the three major sections of the country is about equal, and that the South is, of course, correspondingly low on "other types," i. e., smaller types of administrative units. Since one of the means for advancing the cause of equalized educational opportunity is the creation of larger units of administration, the other sections of the United States may well follow in this respect the example of the South.

THE CONTROL OF THESE SCHOOLS

That the local boards of education should be financially independent in their control of the public schools has been effectively championed by such men as Strayer, Frasier, McGaughy, Cubberley, Defenbaugh, and others. Among leading educators the desirability of relative freedom of taxing ability for school boards is unquestioned. The ratio of the cities relatively independent to those relatively dependent has been variously estimated from 50 to 80 and 90 per cent.

Table 2 shows the situation in 800 small cities of the United States.

TABLE 2.—*Number and per cent of 800 small cities financially independent of their municipal government in school affairs, 1924-25*

Sections of United States	Smaller cities (2,500 to 4,999)			Larger cities (5,000 to 10,000)			Smaller and larger		
	Number cities	Number independent	Per cent independent	Number cities	Number independent	Per cent independent	Number cities	Number independent	Per cent independent
North.....	325	241	74	187	135	72	568	428	75
South.....	83	55	66	28	15	55	134	83	63
West.....	63	56	89	35	35	100	98	91	93
United States.....	491	352	73	250	185	74	800	602	75

The per cent for the larger group, 74 per cent (for all sections of the country taken together), compared with the per cent for the smaller group, 73 per cent (for all sections of the country taken together), indicates that the school systems in cities with 5,000 to 10,000 population have freed themselves from the incubus of municipal control to a greater extent than have the cities with 2,500 to 4,000 population. In the cities of both sizes the West is in the most desirable position of independence, the North next, and the South last. The percentage of the grand total of the 800 city systems which are independent gives for the West 93 per cent, the North 75 per cent, and the South 63 per cent. It is seen, therefore, that great progress has already been made in all sections of the United States; but, because of the advantages which would accrue to education, both North and South can well afford to put

forth the necessary effort that will bring the number of independent cities in each section nearer to 100 per cent.

Authorities in the field of educational administration are even more completely agreed that in the superintendent of schools (or supervising principal) the board of education should find its chief school executive and in him should be lodged a large measure of executive control. He should be held, at the same time, to the fullest degree of administrative responsibility. Boards of education, in large as well as small cities, are relatively easily persuaded to turn over such control to their executive personnel in so far as this control pertains only to what they understand to be purely educational matters. Boards are much more reluctant to give over to superintendents control of administrative functions relating to financial affairs. Strayer, at the Cincinnati convention of superintendents in February, 1925, denounced the practice of attempting to segregate financial from educational affairs. He said:

The fetish of the efficiency of the business man has often operated to interfere with sound principles of administration. * * * To set up a separate business organization, with coordinate authority, is to propose that the business affairs of the school system can be conducted without reference to the educational program which the schools are providing and in the furthering of which all administrative activities find their real significance.

That a real separation such as this is impossible on the face of it should be readily apparent to any open-minded school board member. Such a member can see, if he will, that the individuals who determine what kind and in what amount educational expenditures shall be made are the only ones who really do determine educational policies. What such discriminating boards really intend is that the superintendent shall have no actual control whatsoever.

That the boards in the smaller cities are rather willing to recognize this rightful authority of their chief school executives is clearly shown in the accompanying Table 3.

TABLE 3.—*Number and per cent of school boards in 787 cities which recognize the superintendent as leader in business as well as in educational affairs*

[Based on statements of superintendents]

Section of United States	Smaller cities (2,500 to 4,999)			Larger cities (5,000 to 10,000)			Smaller and larger		
	Number of cities	Recognize	Per cent recognizing	Number of cities	Recognize	Per cent recognizing	Number of cities	Recognize	Per cent recognizing
North.....	316	251	79	240	220	92	556	471	85
South.....	81	70	86	54	43	80	135	113	84
West.....	59	53	90	37	34	92	96	87	90
United States....	456	374	82	331	297	90	787	671	85

* Official Report, Department of Superintendence, Cincinnati, Ohio, Feb., 1925. Reprint of Addresses and Proceedings, Nat. Educ. Assoc., vol. 63, p. 166.

Executive authority and responsibility are granted by boards to superintendents in all sections of the country in about the same degree. In the North 85 per cent of the cities, in the South 84 per cent, and in the West 90 per cent make the superintendent chief executive. For 787 cities (2,500 to 10,000 people in entire United States) 15 per cent of the boards deny this authority to their chief school employee.

TYPES OF INTERNAL SCHOOL ORGANIZATIONS

Table 4 compares the prevalence of various systems of internal school organization in the two groups of cities.

TABLE 4.—Number and per cent of the cities having the 8-4, the 6-6, the 6-3-3, and the 7-4 type of internal school organization

Smaller cities (2,500 to 4,999)									
Sections of United States	Number of cities reporting	Type of organization							
		8-4		6-3-3		6-6		7-4	
		Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
North.....	276	193	70	42	15	32	12	9	3
South.....	62	19	31	10	16	8	13	25	40
West.....	48	32	67	13	27	2	4	1	2
United States.....	386	244	63	65	17	42	11	35	9

Larger cities (5,000 to 10,000)									
Sections of United States	Number of cities reporting	Type of organization							
		8-4		6-3-3		6-6		7-4	
		Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
North.....	169	106	63	34	20	22	13	7	4
South.....	69	21	30	20	29	15	22	13	19
West.....	28	20	71	6	22	2	7	0	0
United States.....	266	147	55	60	22	39	16	20	7

Smaller and larger									
Sections of United States	Number of cities reporting	Type of organization							
		8-4		6-3-3		6-6		7-4	
		Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
North.....	445	299	67	76	17	54	12	16	4
South.....	131	40	30	30	23	23	18	38	29
West.....	76	52	69	19	25	4	5	1	1
United States.....	652	391	60	125	20	81	12	55	8

By inspection of the percentages in the bottom horizontal row of figures, it is seen that the 5-4 type of internal school organization is still the most common type in both the smaller and larger groups of cities, and that, of the two groups, the 8-4 organization is more common in the smaller group. It is also seen that the 6-3-3 and 6-6 types are both more common in the larger cities. The 7-4 organization, rather common in the South, is found more frequently among the smaller cities. Figure 2 shows the same situation, namely, types of internal school organization, by sections of the country.

The 8-4 type is found in 60 per cent of all cities of both groups, 69 per cent of the western cities, 67 per cent of the northern cities, and 30 per cent of the southern cities. The 6-3-3 type is most com-



FIG. 2. The per cent of 652 cities (small and large together) which have various types of internal school system organizations, by sections of the United States, 1924-25

monly found in the West. It is the type of organization found in 20 per cent of the 652 cities of the United States. The 6-6 type is most frequently utilized in the South. It is found in 12 per cent of all the 652 cities. The 7-4 type lacks but 2 per cent of being the most commonly utilized type of organization in the South. For the United States as a whole, however, it is found in only 8 per cent of 652 cities reporting. From these facts it is deduced that the most common type of internal school organization for all sections of the country is still the 8-4 type. However, there is a marked tendency, especially in the South and North, toward inauguration of the 6-3-3 type.

SOME SPECIAL EDUCATIONAL FEATURES INCLUDED IN SCHOOLS OF THE SMALLER CITIES

Separate tables were prepared to show the situation with reference to the inclusion of kindergartens, evening schools, cafeterias, and other special features of the school administrative organizations in the smaller cities. These are on file in the office of the chief of the division of city school administration, United States Bureau of Education. Figure 3, which was constructed from these tables, will be used as the basis for the following discussion.

Kindergartens.—Figure 3, section a, shows, that, of the 817 cities reporting for the United States as a whole, 283 cities, or 35 per cent, maintain kindergartens. The western section of the country ranks

highest in the maintenance of this special feature. About one-half (47 per cent) of these small western cities maintain kindergartens. A little more than one-third (38 per cent) of the northern and only 12 per cent of the southern cities include kindergartens in their system of school organization. The variation between the smaller and larger city groups is slight except in the northern section of the

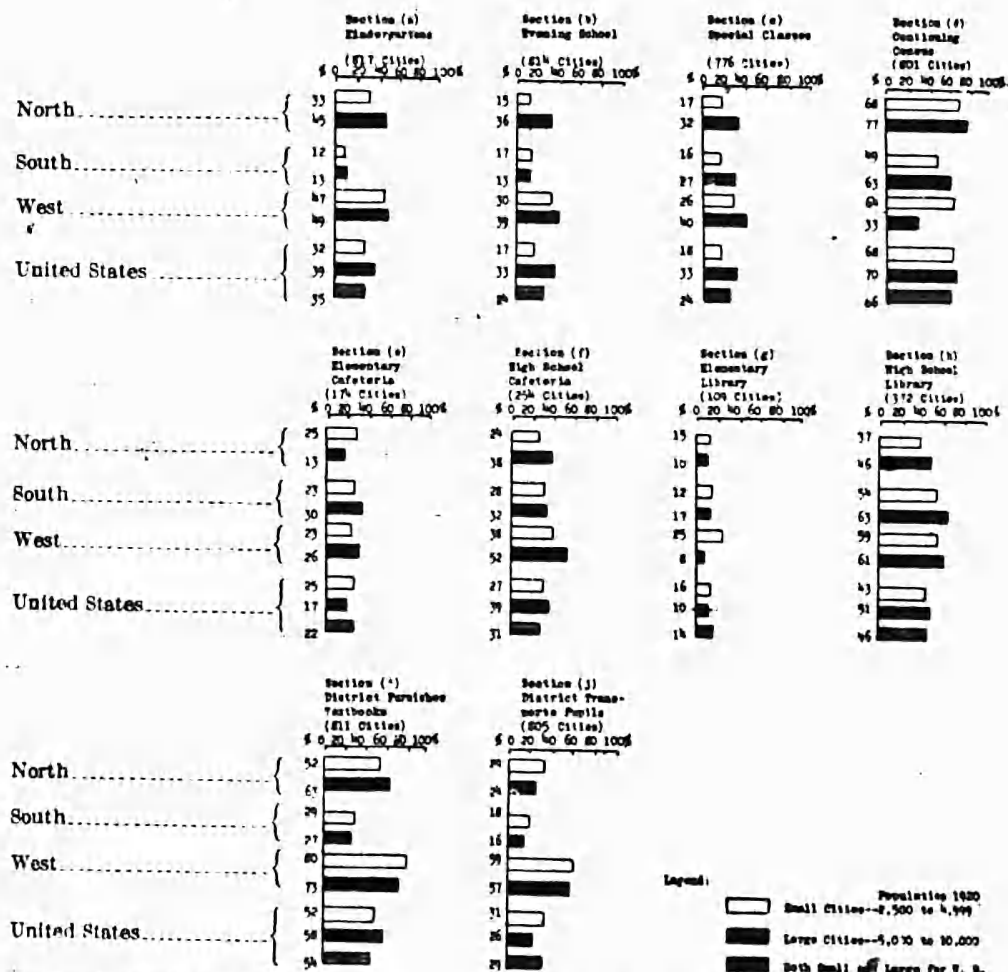


FIG. 3.—The per cent of the cities reporting which include in their internal system of school organizations 10 important "special features"—kindergartens, evening schools, special classes, continuous census, elementary and high school cafeterias, elementary and high school libraries and librarians, textbooks and transportation furnished at public expense

United States. A difference of 12 per cent is found in favor of the larger cities.

Evening schools and special classes.—Figure 3, section b, shows the practice relating to the maintenance of evening schools. As was found by Deffenbaugh³ in 1914, these are largely for Americanization. By sections, including both the larger and smaller cities, the percentages of cities maintaining evening schools are: North, 24

³ Deffenbaugh, W. S., "Administration in Smaller Cities," Bulletin of the Bureau of Education, 1915, No. 44, p. 36.

per cent; South, 15 per cent; West, 33 per cent. Considering the prevalence of evening schools, by city-size groups, it is seen, as might well be expected, that in the case of all three sections of the country it is the larger cities that maintain evening schools. The figures are 17 per cent for the smaller cities and 33 per cent for the larger.

Figure 3, section c, shows that of the 776 cities reporting from all sections of the United States, 185 (24 per cent) maintain special classes. Eighteen per cent of the smaller-city group and 33 per cent of the larger-city group do so. The smaller-city group is low in comparison with the larger group. As to sections of the country, the West ranks highest, the per cent being 31, the North and South being 23 and 21 per cent, respectively.

A continuing census.—Section d of Figure 3 shows that of the 801 cities reporting, 533, or 66 per cent, maintain continuing census records. A comparison of the total for the United States shows little difference between the smaller and larger city groups. Sixty-four per cent of the cities in the smaller-city group of the western section have a continuing census, as compared with 33 per cent of the larger-city group. The percentage of cities in the larger-city group of the southern section is 63 per cent; in the smaller-city group 49 per cent. It is seen therefore that, according to statements of superintendents, approximately two-thirds of the cities in the United States with 2,500 to 10,000 population maintain continuing census records.

Cafeterias in elementary and high schools.—Sections e and f of Figure 3 show the practice of city systems in maintaining cafeterias in elementary and high schools. Of the 428 cities reporting for the country as a whole, 22 per cent maintain cafeterias in elementary schools, and 31 per cent do so in high schools. It will be noted that 25 per cent of the smaller cities maintain elementary cafeterias, as compared with 17 per cent for the larger. The reverse is true for cities maintaining high-school cafeterias, the figure for the smaller-city group being 27 per cent and for the larger-city group 39 per cent; that is the small cities specialize in elementary cafeterias, and the larger cities tend to emphasize the operation of high-school cafeterias.

Libraries and librarians in elementary and high schools.—Sections g and h of Figure 3 show the practice of cities in utilizing a special room and devoting part of the services of a teacher specifically to library purposes.

Of 481 elementary and high schools reporting, 60 per cent provide such library facilities and services. The figures are 46 per cent for the high schools and 14 per cent for the elementary schools. The

percentages for both city-size groups together, but separately for each of the sections of the United States, are: For the North, 54 per cent; for the South, 69 per cent; and for the West, 78 per cent. For both elementary and high schools the variations between the numbers in the small city group and the larger city group are not significant. It is important to note, however, that as many as 46 per cent of the high schools and 14 per cent of the elementary schools are providing these very necessary essentials of all modern elementary and high schools.

Textbooks furnished at public expense.—Over one-half, or 54 per cent, of 811 cities with 2,500 to 10,000 population have their school district boards furnish school texts free to the children of their respective communities. (See section i, fig. 3.) Fifty-two per cent of the small city group and 58 per cent of the larger city group furnish the textbooks. A very large percentage of the western section furnish textbooks—small city group, 80 per cent; larger city group, 73 per cent. A much smaller percentage of the cities of the southern section furnish textbooks—small city group, 29 per cent; larger city group, 27 per cent. For the North the percentages are, small cities, 52 per cent, larger cities, 63 per cent. The many advantages of the free textbook system, that result in increased school efficiency, together with the economies that it is possible to make, should recommend this system to all school boards and their administrative officers.

Transportation.—Section j of figure 3 shows the practice of cities in furnishing transportation to the school children at public expense. Twenty-nine per cent of the 805 cities furnish such transportation. In the western section of the United States about 60 per cent of the cities in both small and large size groups provide means of public transportation. This high percentage is due to the greater prevalence of consolidation in the West. In this development the West leads the rest of the United States. The North comes next, with 27 per cent of its smaller cities transporting at least a part of its school population. The South comes last, with but 17 per cent of its cities carrying the children to and from school. As the rest of the sparsely settled sections of the country follow the lead of the West in consolidating their schools, children will of necessity travel longer distances and the practice of furnishing free transportation will become more widespread.

CERTAIN FINANCIAL AND ACCOUNTING ASPECTS OF THE ADMINISTRATIVE ORGANIZATION IN CITIES WITH 2,500 TO 10,000 POPULATION

Replies were obtained from 798 or more city school systems indicating the number of cities in various sections of the country

that pay teachers in accordance with a definitely adopted salary schedule, the number that carry insurance on their school buildings, the number that have a bonded debt, those that maintain a sinking fund, the number that make a separate accounting for elementary and high school expenditures, and the number of city school systems whose officers publish their budget before its final adoption. Replies were carefully tabulated and the tables, which give numbers and percentages, have been submitted as supplementary

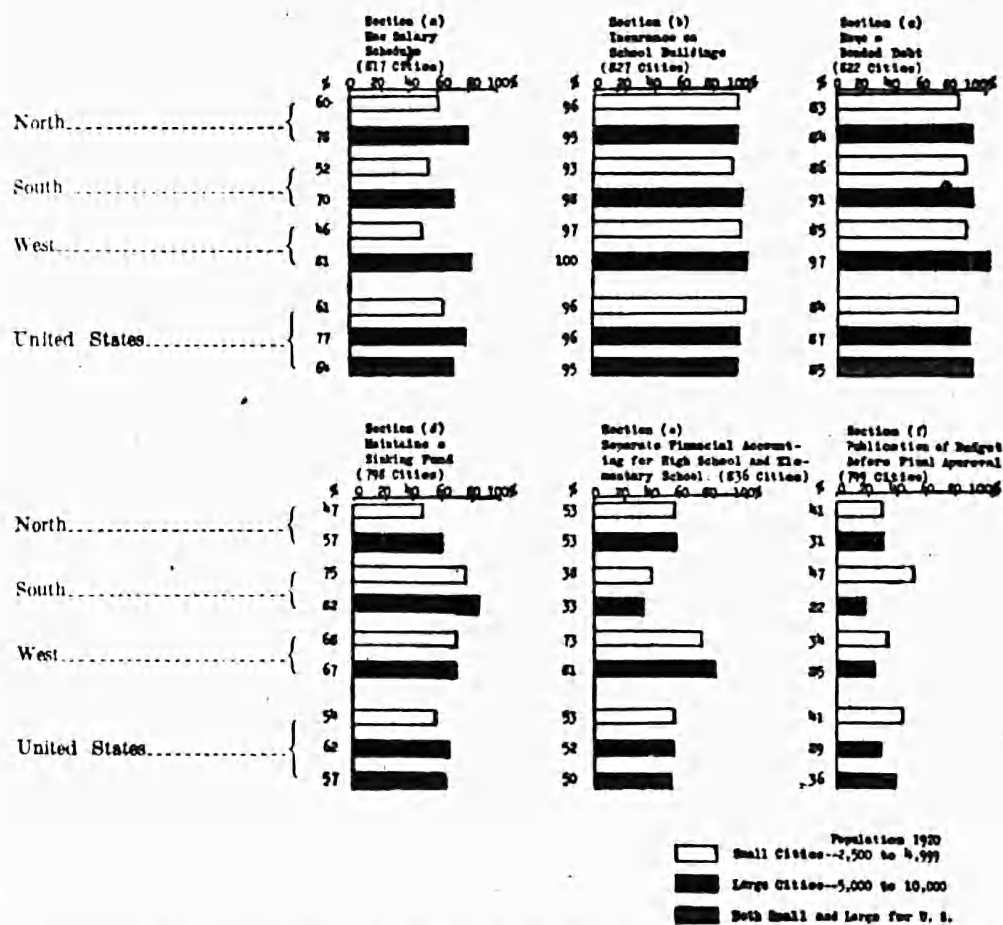


FIG. 4.—The per cent of 798 or more small city school systems which have a salary schedule, carry insurance on buildings, have a bonded debt, maintain sinking funds, segregate records of expenditures for elementary and high schools, and publish budgets before final adoption

material to the chief of the division of city school administration, United States Bureau of Education.⁴ They have been omitted here and the discussion which follows is based upon Figure 4, constructed with these tables as a basis.

Salary schedule.—Section a of Figure 4 shows that about two-thirds of 817 cities (64 per cent) pay teachers in accordance with definitely adopted salary schedules. A comparison of the practice by city-size groups shows that for the United States as a whole the

⁴ The tables will be loaned by the Bureau of Education upon request.

cities of 5,000 to 10,000 population do better in this respect than do the 2,500 to 4,999 group. A comparison by sections of the country puts the West in the most enviable position, with 80 per cent of its cities paying teachers in accordance with definitely adopted salary schedules; the North, with 68 per cent, takes second place; and the South, with only 5 per cent less, takes the least desirable position. Salary schedules adhered to make possible more intelligent planning, help make salary determinations more scientific and make for a better spirit in the teaching corps. Their further adoption can therefore be highly recommended.

Insurance on school buildings.—Section b of Figure 4 reveals the fact that practically all, or 95 per cent, of 827 cities reporting carry insurance on their school buildings. There is little variation between the different sections of the country, or between the two city-size groups.

Bonded indebtedness.—Section c of Figure 4 shows that, of 822 cities reporting, 85 per cent have a bonded debt, there being in most instances little variation between the sections and between the city-size groups. The greatest variation exists between the small and larger city groups of the western section of the United States. However, even here only 4 per cent more of the larger cities than of the smaller carry a bonded debt. The difference might be explained by the probable greater willingness on the part of the larger cities to invest in modern school buildings.

Sinking funds.—According to section d of Figure 4, 57 per cent of 798 cities in the two city-size groups studied maintain sinking funds. Fifty-four per cent of the cities in the small-city group and 62 per cent of the cities in the larger city group make payments into sinking funds. The lowest percentage is that of the northern section and the highest is that of the southern section. Sinking funds in the hands of competent authorities usually are difficult to administer and oftentimes prove to be sources of financial corruption when placed in charge of unscrupulous politicians. The school system is fortunate indeed which does not need to resort to the old sinking-fund method of liquidating indebtedness.

Segregation of elementary and high-school cost accounts.—The practice of keeping financial records so that expenditures for elementary and high-school education can be easily segregated is now generally recognized as essential. To one who has examined financial accounts in the smaller cities the figure of 418 out of the total 836 cities looks rather large. (See sec. e, Fig. 4, p. 11.) The practice is unquestionably desirable, and it should be gratifying to school administrators in the West to note that the West is well ahead in this practice. Here the South lags far behind, with only

36 per cent of her smaller city schools keeping their books in this manner.

Publication of budget before final adoption.—Section g of Figure 4 shows that only 36 per cent of 799 cities from which returns were obtained publish the budget before its acceptance by the final approving authority. Significant is the fact that 41 per cent of the cities of small size as compared with only 29 per cent of the larger cities publish their budgets before final approval. There is little difference between the percentage for the various sections of the country. For all sections of the United States, and for small as well as larger cities, the percentages are very much too low. There appears to be no acceptable reason why all the people should not know what the major items of the proposed school budget are before its final adoption.

CONCLUSIONS AND RECOMMENDATIONS

Although the facts presented in this chapter form the basis for the conclusions drawn and recommendations proposed, it is not contended that all the suggestions here made are necessarily limited to what the data show. It is thought, however, that they are all in accordance with sound principles of educational administration.

1. *Financial independence in school control.*—Ninety-three per cent of western cities are financially independent in school control. The northern cities (75 per cent independent) and especially the southern cities (only 63 per cent independent) should, to a greater extent, secure for themselves financial independence.

2. *Leadership of superintendent recognized in financial affairs.*—In 787 cities reporting, 15 per cent withhold this authority and responsibility from their superintendents. All sections of the United States have made about equal progress in this respect.

3. *The administrative unit.*—Twenty-one (21) per cent of the cities of the United States with 2,500 to 10,000 population are organized as part of the "county unit," 23 per cent as "consolidated districts," and over one-half, or 56 per cent, have "some other type" of administrative organization. The suggestion that more of the cities of under 5,000 population might be incorporated into the county education unit for purposes of school administration is consistent with the better plans for administrative educational reorganization.

4. *Internal type of school system organization.*—Thirty-two per cent of 652 cities from various sections of the United States utilize either the 6-3-3 or 6-6 type of internal school organization. This is a favorable development.

5. *Special educational features.*—(a) *Kindergartens.*—If the western section is justified in the maintenance of kindergartens in 47 per

cent of the cities with 2,500 to 10,000 population, the southern and northern sections should put forth more effort to provide kindergartens.

(b) Evening schools and special classes: The larger the city the greater probability that evening schools and special classes are operated as part of the school system.

(c) Continuing census: About two-thirds of the smaller cities of the United States claim that they maintain continuing census records. Such records are of paramount importance for educational planning.

(d) Cafeterias: The small cities have elementary cafeteria lunches, but the 5,000 to 10,000 population group specialize in high-school cafeterias. This tendency of some of the larger cities to develop high-school cafeterias to the neglect of the elementary schools is a development in the wrong direction.

(e) Libraries and librarians: Forty-six per cent of the high schools and 14 per cent of the elementary schools provide a special room and services of a teacher especially for library purposes. Both percentages should approximate 100 per cent.

(f) Textbooks: More than one-half, or 54 per cent, of these smaller cities furnish textbooks at public expense. Here again the percentage should be more nearly 100.

(g) Transportation: Twenty-nine per cent of 805 city systems furnish transportation to at least some of their school children. Public transportation is, of course, inaugurated in connection with consolidation and centralization.

6. *Certain financial and accounting aspects.*—(a) Salary schedule: About two-thirds, or 64 per cent, of 817 cities with 2,500 to 10,000 population pay teachers in accordance with definitely adopted salary schedules. The practice should be even more widespread.

(b) Insurance on buildings: Practically all (95 per cent) of the school boards in the smaller cities carry insurance on their school buildings. State insurance may in time reduce the percentage of insurance carried with private companies. When the administrative unit is sufficiently large, small schools may find it desirable to change to some type of community insurance.

(c) Bonded indebtedness: Eighty-five per cent of the smaller city school systems of the United States carry a bonded debt.

(d) Sinking funds: Between one-half and two-thirds of city schools (57 per cent) still make payments into sinking funds. The practice should probably in most instances be discouraged.

(e) Publication of the budget before final adoption: Only 36 per cent of 799 school authorities in the smaller cities publish the school budget before its final adoption. This is an inexcusably low percentage. In a democracy the people have a right to know how it is proposed to spend their own money.

Chapter III

PERSONNEL RESPONSIBLE FOR THE ACTUAL PERFORMANCE OF 72 MAJOR DUTIES

PERFORMANCE OF DUTIES OF FOUR MAJOR ADMINISTRATIVE POSITIONS

The actual head of the schools under the board of education is the superintendent of schools, in the great majority of cities. The duties of superintendent are performed by the principal of the elementary school in less than one-tenth of the cases.

The office of senior high school principal is distinct from that of the superintendent in 85 per cent of the cities. The principal's duties are assumed by the superintendent in 15 per cent.

The duties of junior high school principal are performed by the elementary principal in 38 per cent of 412 cities; by the senior high school principal in 21 per cent; and by the superintendent in 16 per cent. In only 20 per cent of these cities is there a separate junior high school principal. This condition, no doubt, is due to the relative recency of the junior high school movement.

The elementary principalship is a separate position in 91 per cent of the cities reporting; the duties are performed by the superintendent in 3 per cent and by the senior high school principal in 3 per cent.

ATTENDANCE, RATING, SELECTION, AND DISMISSAL OF TEACHERS

In general, the recommendation of teachers for election is presented to the school board by the superintendent; but in about one-tenth of the cities the recommendation is made by a committee of the board. It is sometimes made jointly by the superintendent and such a committee.

The attendance of teachers is reported to the pay-roll officer by the superintendent in two-thirds of the cases, and by the principal in the remainder. Sometimes the principal and superintendent cooperate in performing this duty.

In the rating of teachers, the superintendent participates in four-fifths of the cities, the elementary school principal in two-fifths, and the board of education in one-tenth. Whenever two authorities jointly perform this function, it is generally the superintendent and principal.

The dismissal of teachers is recommended by the superintendent in four-fifths of the smaller cities of the country, by the elementary

principal in two-fifths, and by a committee of the board in one-tenth. When dismissal is recommended by more than one agency, it is usually done by the superintendent and principal.

It will be seen from the above data that the boards of education in one-tenth of the cities of the country are recommending teachers for election, rating the teachers, and recommending them for dismissal. Such duties belong to the superintendent's office, and these boards are withholding from the competent superintendent the right to perform duties for which they have retained him. Such systems are failing to utilize the expert service they are buying and are of course themselves the losers.

SUPERVISION OF CLASSROOM INSTRUCTION

The superintendent has charge of directing the supervision, through having oversight of principals and special supervisors. The traditional subjects are taught under the supervision of the principals, while such subjects as art, music, etc., are taught under the direction of the special supervisors. Written reports of classes observed and criticism offered to teachers are made by about one-half the superintendents, one-fourth of the principals, and one-sixth of the special supervisors.

The division of children into homogeneous groups is supervised by the superintendent in about one-half of the cities of the country, and by the principal in about one-half.

In the work of revising the course of study, the superintendent assists in four-fifths of the cities, the classroom teacher in two-thirds, the principal in three-fifths, and the supervisor in one-third. The large proportion of classroom teachers who help in this work is a significant change from older practices.

EDUCATIONAL AND VOCATIONAL COUNSELLING OF STUDENTS

There is considerable overlapping in the work of helping students make out their programs; the principal and classroom teacher most commonly are the ones who do this work. The superintendent assists in about one-fifth of the cases.

Vocational guidance is given by a variety of school officials in the elementary and secondary schools. In the judgment of the writer, vocational counsel should be given, in the main, by a single competent adviser, trained for this type of service.

CENSUS AND ATTENDANCE FUNCTIONS

The school census is taken by a special employee in two-thirds of the cities reporting, by an attendance officer in one-fourth, and by the superintendent in one-tenth. Since principal and superintendent

have their after-school hours taken up with other matters, it seems best that a special employee should be used for this purpose.

The continuing census is kept up to date by the superintendent's clerk in over half of the cities, by the superintendent in one-third; and by the attendance officer in one-fifth.

The attendance at private and parochial schools is ascertained and reported by the attendance officer in one-half the cities, by the public school principal in one-fourth, and in less than one-tenth by the principal of the private school. The reporting of attendance at a private school is plainly a function of the principal or head of that school.

In the elementary schools the classroom teacher keeps the official daily attendance record in three-fourths of the cities, the principal and attendance officer having a minor share in the work. The absences of elementary pupils are reported to the attendance officer by principal and teacher, between whom the work is about evenly divided, considering the tendency of the entire country.

The official attendance register of the junior high school is kept in about one-half of the cities by the classroom teacher and in about one-third by the principal. The home-room teacher and attendance officer are the only other important agencies for this function.

In the senior high school the principal, principal's clerk, home-room teacher, and classroom teacher, in the order named, are the officers who most commonly keep the attendance register. Absences of high-school pupils are reported in three-fourths of the cities by the principal and in one-fifth of them by the superintendent.

Excuses for absence from school are granted by the principal most frequently, in less than half the cities by the superintendent, and in a few cases by the attendance officer.

Children are transferred from one school to another by the superintendent in two-thirds of the cities and by the principal in one-third. Notifications of transfers are sent to the attendance officer by the superintendent and the principal, the duty being almost evenly divided between them. In about one-sixth of the cities, however, the classroom teacher is given this responsibility.

Employment certificates are issued by the superintendent (representing the State) in about four-fifths of the cities, by a special employee in slightly more than one-tenth, and by the principal in a little less than one-tenth.

PROMOTION OF HEALTH

The position of school nurse is an independent one in three-fifths of the cities reporting; the county nurse handles the work in a little more than one-fifth, and the board of health nurse in less than one-tenth. The medical examination is recorded by the school nurse in the majority of cases, but sometimes it is made by the doctor, class-

room teacher, or the doctor's clerk. Dental work is recorded in practically the same way, i. e., usually by the school nurse.

Ill health, causing absence of children, is reported to the attendance officer by the classroom teacher in about one-half of the cities, by the school nurse in less than one-half, and sometimes by the doctor. Absences on account of ill health are reported to the school health personnel by the classroom teacher and attendance officer in about an equal number of cases, by the principal quite frequently, and occasionally by the superintendent.

PURCHASE AND DISTRIBUTION OF TEXTBOOKS AND SUPPLIES

In three-fourths of the cities the superintendent assists in the selection of textbooks, but in approximately one-half of them, the principal and classroom teacher assist. In nearly one-sixth of them the board of education assists in making the selection. Where more than one agency is responsible the superintendent, teachers, and principals, usually cooperate.

In the selection of supplies it is the prevailing tendency for the superintendent, and quite frequently the principal, to assist. In one-fourth of the cities a committee of the board is appointed to help with the selection. Original requisitions for supplies are made by the principal and classroom teacher in three-fifths of the cities concerned, and in one-half of them the janitor also makes requisitions. In one-tenth of them the superintendent makes the original requisition. In most places the requisitions are combined into formal requests for purchase of supplies by the superintendent; and the responsibility is almost evenly divided between the principal and the clerk of the board in the remainder.

The superintendent usually represents the board in signing contracts with vendors. In nearly two-fifths of the cities, however, the secretary of the board or the clerk of the board signs such contracts. Purchase orders for supplies are authorized by the superintendent in most cases; in the remainder by the clerk of the board. In one-half of the cities the checking of supplies received from vendors is done by the superintendent, in nearly one-half by the secretary to the board, and occasionally by the principal.

Supplies are distributed to individual schools in various ways. The most prevalent plan is shipment to individual schools by the vendor. Distribution by the storekeeper, superintendent, and superintendent's clerk are the other methods in common use, frequency of practice being denoted by the order in which they are named. The supervision of storing of supplies in the individual schools is usually done by the principal, but occasionally by the superintendent.

Supplies other than textbooks are issued to teachers by the principal in two-thirds of the cities, the work being done in the other one-third almost equally by the principal's clerk and the janitor. Textbooks are usually issued to the teacher by the principal, but in 10 per cent of the cities the superintendent issues them, in 10 per cent the storekeeper, in 5 per cent the janitor, and in 5 per cent the superintendent's clerk.

OFFICERS RESPONSIBLE FOR CONSTRUCTION AND CARE OF BUILDINGS

The superintendent assists in planning building programs in three-fourths of the cities reporting. A committee of the board also acts in this capacity in over one-half of the cities. The principal advises in about one-tenth of the cases.

The school is represented by the superintendent in two-thirds of the cities in the matter of supervising the construction of new buildings. The secretary of the board, clerk of the board, committee of board, and janitor have performed this duty in some cities. It is generally agreed that the architect, if properly qualified, or a special employee of the board, should perform this task.

The superintendent is held responsible for the upkeep of buildings in nearly three fifths of the cities; a committee of the board in one-third of them; janitors and principals in others. This is a function which should be cooperatively performed by the superintendent, principals, and janitors. Building inspection to determine the need for repairs is performed by a committee of the board and the superintendent in nearly two-thirds of the cities; and by the assistant superintendent in a small number. The need for repairs is reported to the superintendent by the janitor in seven-tenths of the cities, and by the principal in about two-thirds of them; evidently there are two methods in use in some cities. The superintendent supervises repair work in three-fifths of the cities, and the janitor in nearly three-tenths.

Buildings belonging to the school are rented to nonschool organizations by the board of education in more than one-half of the cities of the Nation, and by the superintendent in about two-fifths of them. The principal is given the responsibility in occasional cases.

SUPERVISION OF JANITORIAL SERVICE

In three-fourths of the schools the superintendent participates in rating the janitors, in one-third of them the principal aids, and in 16 per cent the committee of the board participates. The janitor

torial service is supervised by the superintendent in nearly four-fifths of the cities, and by the principal in only one-third of them.

FINANCIAL PLANNING AND ACCOUNTING

The estimates for the coming year's budget are made with the assistance of the superintendent in seven-tenths of the cities; the principal aids in one-fourth of them; and a small influence is exerted by the secretary of the board, heads of departments, classroom teachers, etc. A common error in the budget-making in the smaller cities is the practice of ignoring subordinates by the superintendent, who, by himself, or with the assistance of the board, determines the items of the budget. The lack of confidence on the part of board members toward their superintendent is often reflected upon the entire staff by the superintendent himself. All school personnel that consumes school property in the performance of their duties should have an indirect or direct voice in the making of the budget. Final approval of the budget rests in the hands of the board of education in three-fifths of the cities of the country, and in the hands of a committee of the board in one-tenth. The city government exercises this control in nearly one-fifth of the cities. It is especially noticeable that the western section of the country leads the other two sections by a wide margin in the percentage of independent school boards.

The board of education, or a committee of the board, approves bills paid in the majority of the cities. Although in many States the laws require that bills be approved by the board of education, the practice followed by innumerable small boards (56 per cent for the smaller cities of the United States) of formally "passing" individual bills is extremely time consuming and inefficient in every way. Individual bills should be checked against purchase orders and the proper entries made on the ledger pages. This can easily be done by any competent clerk. This is a real check against overexpenditures in given items, while the "passing" of bills by committees is usually perfunctory and almost meaningless. All bills for the month or other payment period can be approved in most cases by a single vote of the board.

Officers of the board not only make sinking fund, bond, and insurance records, but are custodians thereof. Seven-tenths of the city school sinking fund records are made and kept up to date by either the clerk of the board or the treasurer; also bond records and school insurance records. In the judgment of the writer, these records should be made and kept under the immediate control of the superintendent of schools. When board officers make these records, the superintendent too often has difficulty in even seeing them. They

should be constantly accessible to the superintendent. The whole matter of what records should be kept, and by whom, in small and large city systems has been most thoroughly studied by N. L. Engelhardt, of Teachers College, Columbia University, New York City.*

The financial accounts of the student organizations are kept by the principal in two-fifths of the cities, by the superintendent in one-fifth, and by the commercial teacher in one-sixth. It is occasionally done by the classroom teacher and the superintendent's clerk.

The pay roll for teachers and other employees is prepared by the superintendent in one-half of the cities, and by the clerk of the board in two-fifths of them.

Chapter IV

THE MORE IMPORTANT DUTIES PERFORMED BY MEMBERS OF THE SCHOOL PERSONNEL IN SMALL CITIES

PER CENT OF THE CITIES EMPLOYING VARIOUS SCHOOL OFFICERS

The purpose of this chapter is to show, first, the proportion of 836 cities studied which include in their school personnel each of 42 different school officers; second, what is here termed the "typical" personnel in school systems of the smaller cities; and, third, which of 72 major duties were performed by a few of the members of this "typical" personnel. It is from the data presented on this latter point that a clearer concept is obtained of what is really involved in the position of superintendent of schools, principal, etc.

In the following list is shown the per cent of city school systems for the whole country which include among their personnel various ones of 42 different school officers. If an officer was given as the person responsible for the performance of a single one of the 72 major duties, that person was included in the list of 42.

School officers: Mayor or city manager, 1 per cent; city treasurer, 3 per cent; city auditor, 0.4 per cent; some other municipal body or officer, 12 per cent; board of education, 100 per cent; committee of board, 72 per cent; clerk of board, 71 per cent; secretary of board, 32 per cent; treasurer of board, 14 per cent; superintendent or supervising principal, 92 per cent; architect, 2 per cent; inspector, 3 per cent; assistant superintendent in charge of buildings, 12 per cent;

* The reader interested in this field will do well to see Strayer and Engelhardt's "School Records and Reports," Bureau of Publications, Teachers College, Columbia University, New York City, 81 pp., 1923.* See also: Ganders, Harry S., "A System of Records and Reports for Smaller Cities," Dept. of Publications, Colorado State Teachers College, Greeley, Colo., 192 pp., 1926.

principal of senior high school, 64 per cent; principal of junior high school, 10 per cent; principal of elementary school, 91 per cent; principal of private school or preceptress, 7 per cent; assistant senior high school principal, 0.6 per cent; general supervisors, 38 per cent; special supervisors, 68 per cent; head of department, 12 per cent; home-room teachers, 43 per cent; classroom teachers, 100 per cent; special and commercial teachers, 25 per cent; doctor, 31 per cent; school nurse, 50 per cent; board of health nurse, 8 per cent; county nurse, 26 per cent; dentist, 13 per cent; attendance officer, 78 per cent; dean of girls, 0.6 per cent; librarian, 1 per cent; janitor, 100 per cent; storekeeper, 25 per cent; superintendent's clerk, 59 per cent; principal's clerk, 30 per cent; doctor's clerk, 8 per cent; dentist's clerk, 4 per cent; student officer, 2 per cent; special employee, 60 per cent.^a

The data above presented for the United States as a whole are shown for the convenience of the reader in the form of a diagram—Figure 5.

There is a not inconsiderable variation in the different sections of the country as to the officers, or officer-groups, that are employed in the schools. Not only is there a variation in the different sections, but there is a difference between the practices of large and small cities. These variations are graphically depicted in Figure 6.

In this figure is shown the per cent of the city systems, by sections of the United States and by small and large city-size groups, that employ individual officers, and the per cent that employ various officer-combinations.

A careful study of the data was made in order to discover what the most typical complete organization of personnel was for all the cities in the various sections of the country for the two different city-size groups. To do this, the more important officers most frequently reported as members of the personnel were grouped in certain functional groups; then the data were examined to determine how high a percentage of all the cities of the size studied included at least one officer from each of all the functional groups. It was found in 38 per cent of 836 cities that at least one representative from each of these functional groups was included in the personnel organization. If a larger number of officers had been included in each group, thereby forming fewer groups, the per cent of cities employing the "typical" personnel would, of course, have been higher than 38 per cent. As is the case, we now have a fairly com-

^a It can not be stated with absolute certainty that the various school officers named were not also included in the school personnel for other cities, because of the possibility that the officer, although he might have been in the system, was not actually responsible for the performance of one or more of the 72 major duties. In the opinion of the writer the list of 72 duties seems to be sufficiently inclusive and important that an officer in the school system who does not perform a single one of these functions is probably not an important member of the school's personnel.

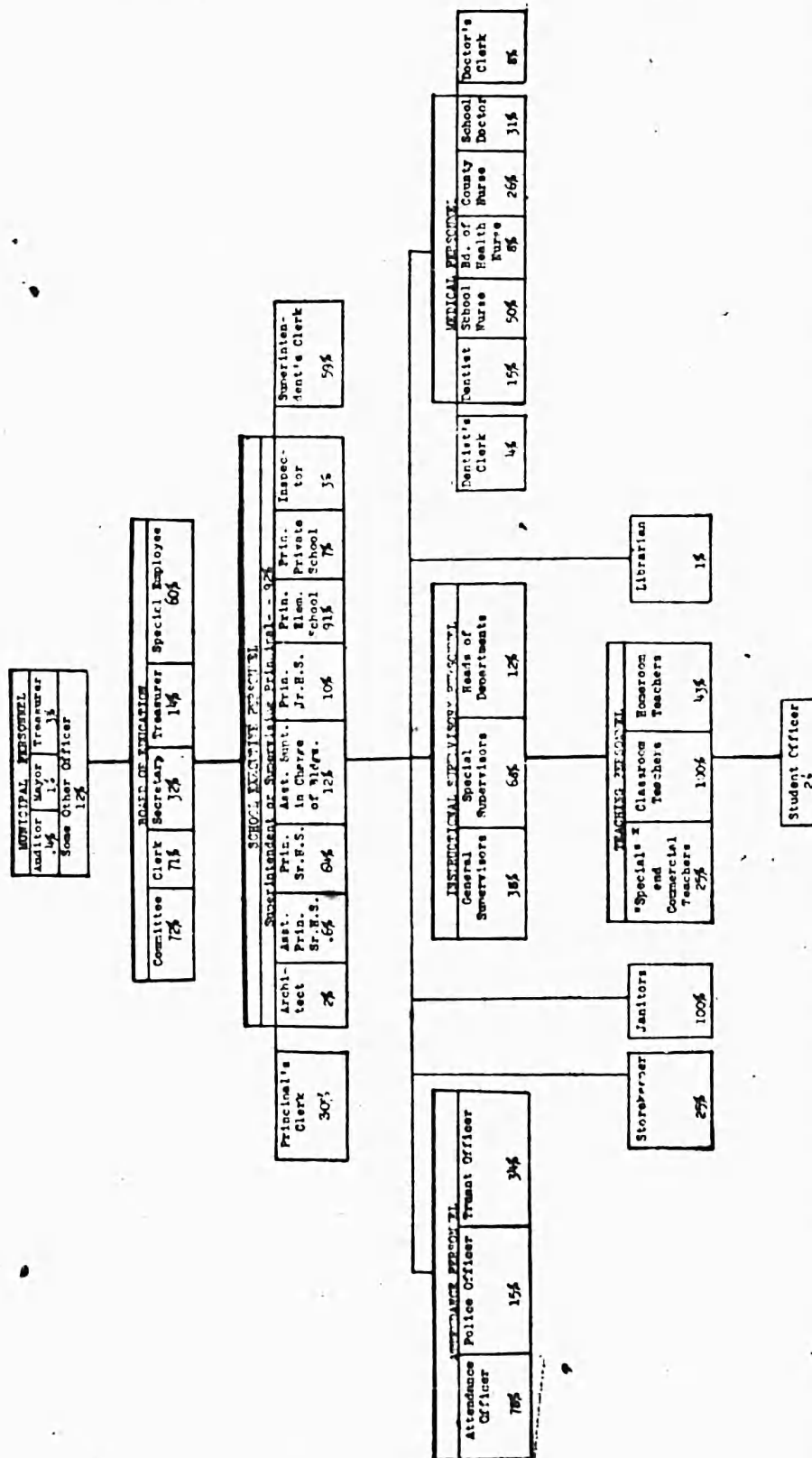


FIG. 5.—Chart showing the personnel in 836 school systems in the cities of the United States with 2,500 to 10,000 population, 1924-25. The figures in the rectangles designate the per cent of the 836 cities in which the school officer named is reported as being responsible for the performance of at least one of 72 major duties involved in the functioning of the school systems

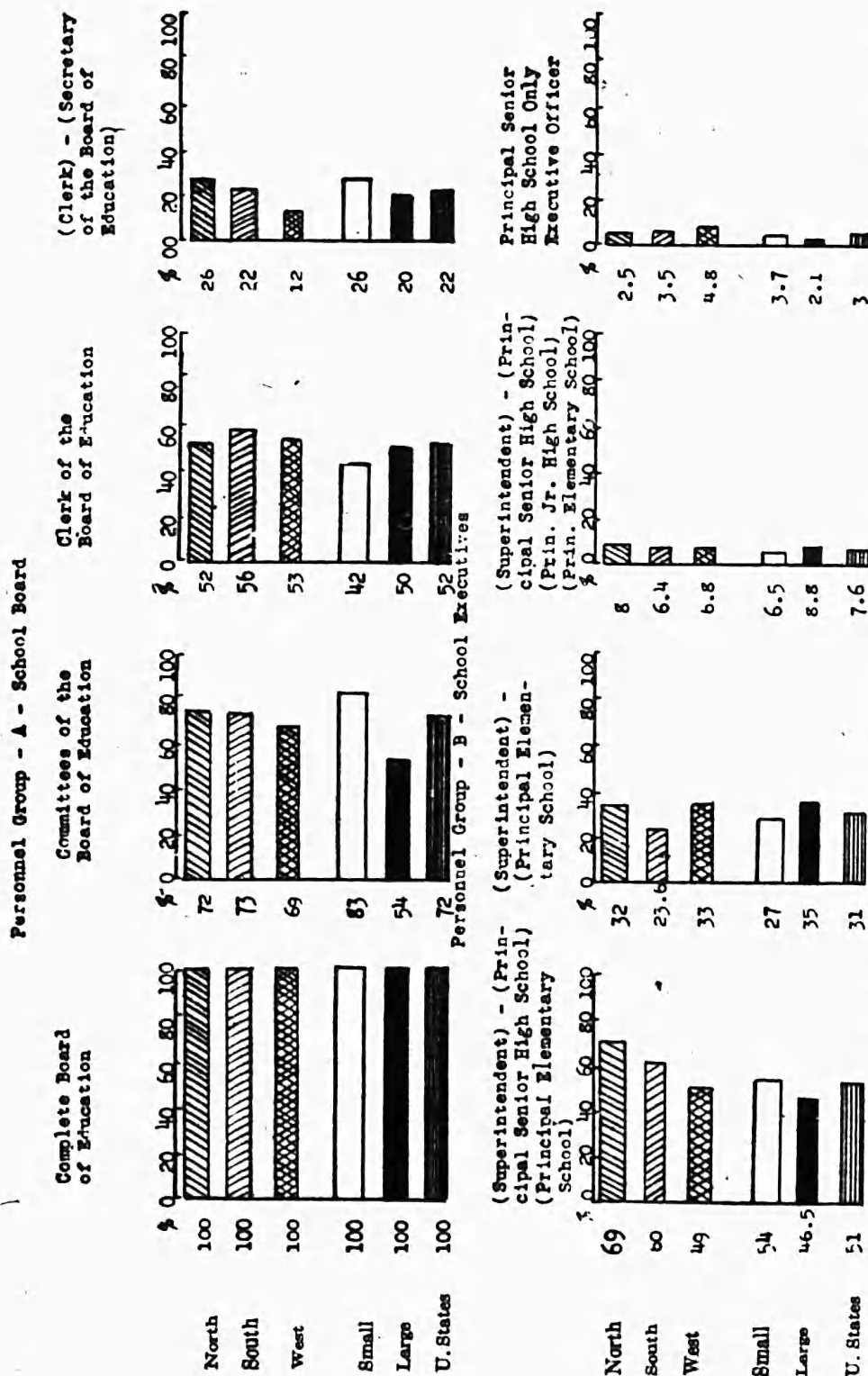
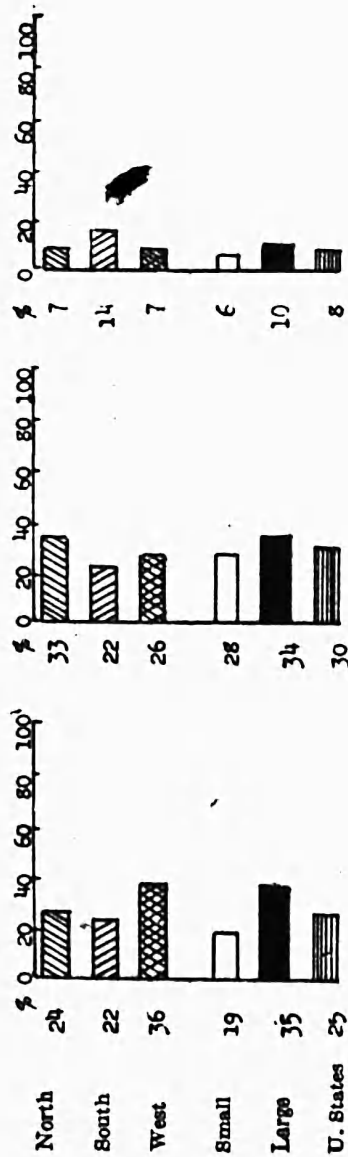


FIG. 6a.—The per cent of the total number of city school systems that include in their personnel organization certain individual school officers, and the per cent that include various officer combinations, 1924-25

Personnel Group - C - Instructional Supervisors
(Supervisors of Special Subjects)-(Supervisors of Regular Subjects)



Personnel Group - D - "Special" Teachers

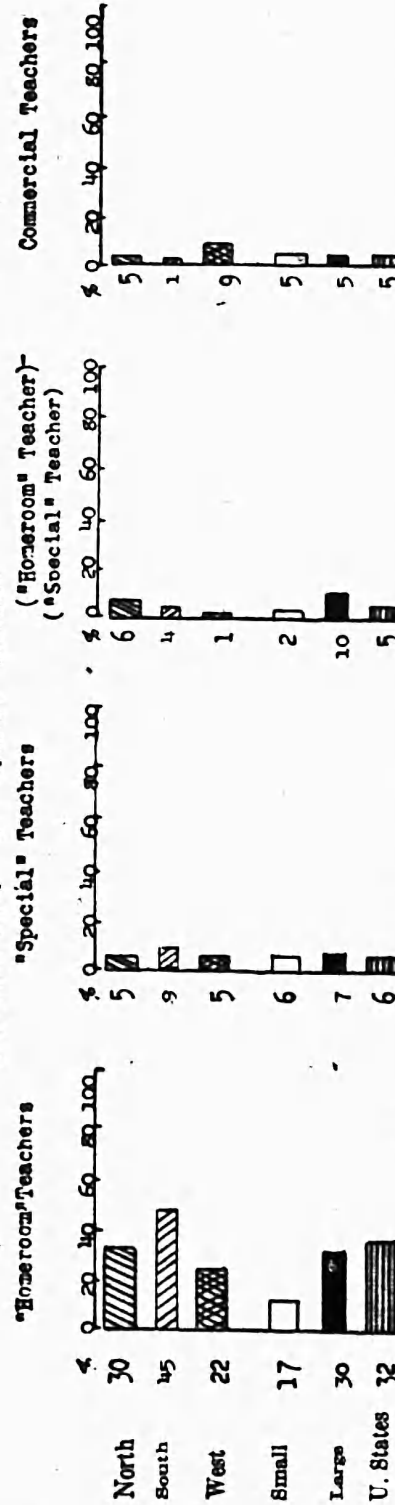


FIG. 6b.—The per cent of the total number of city school systems that include in their personnel organization certain individual school officers, and the per cent that include various officer combinations, 1924-25

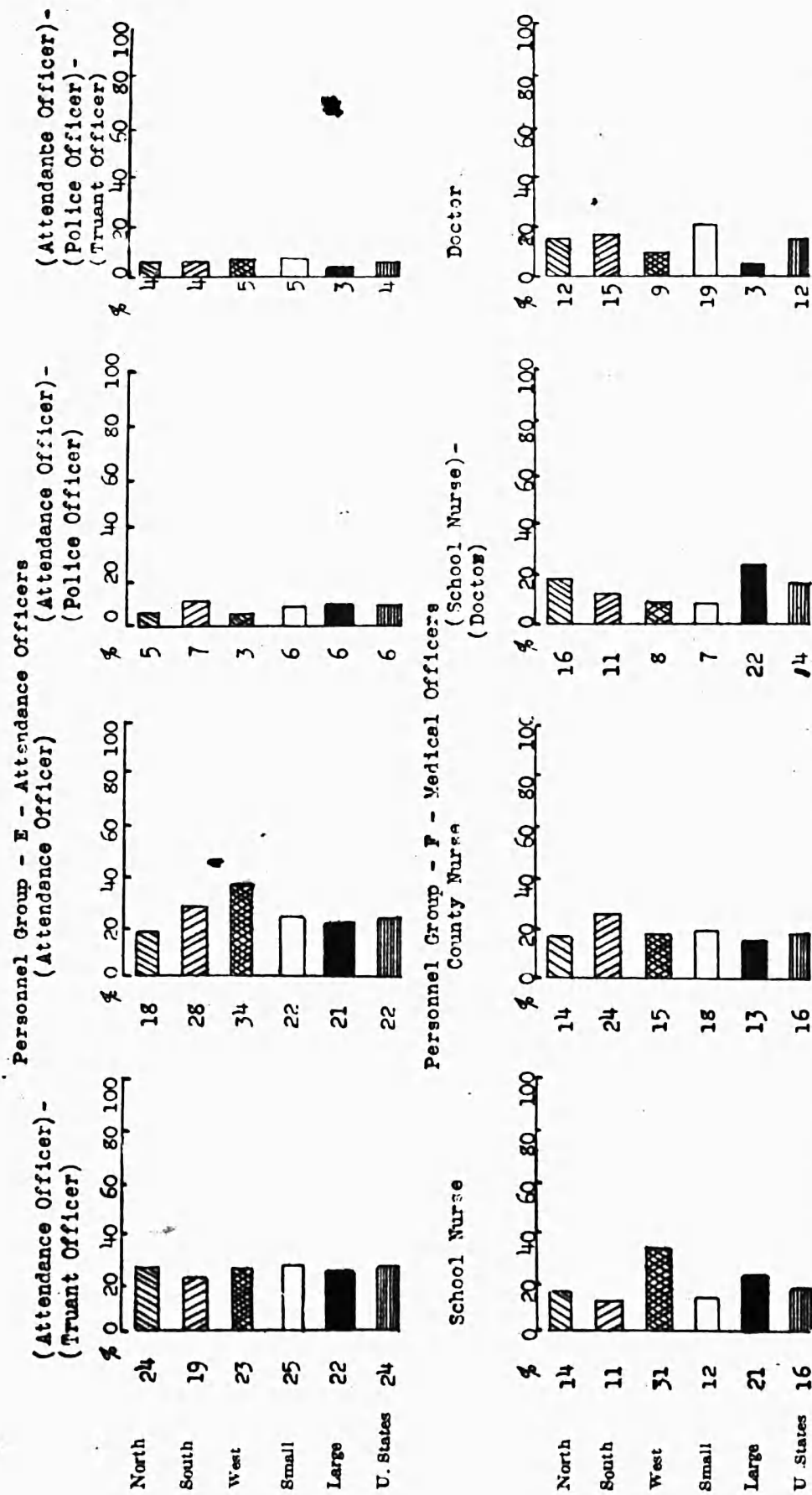


FIG. 6c.—The per cent of the total number of city school systems that include in their personnel organization certain individual school officers, and the per cent that include various officer combinations, 1924-25

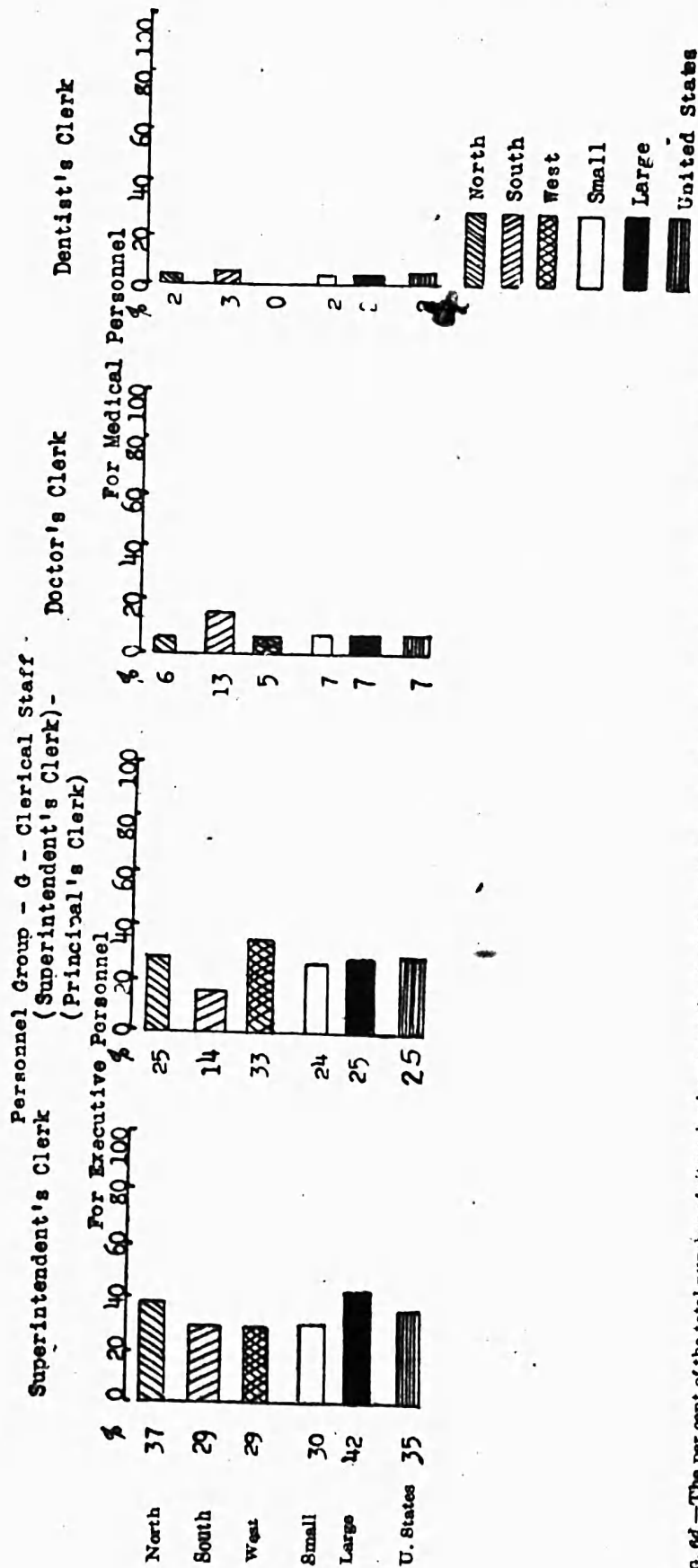


FIG. 6d.—The per cent of the total number of city school systems that include in their personnel organization certain individual school officers, and the per cent that include various officer combinations, 1924-25

plete picture of the actual personnel organization in 38 per cent of the cities, and one which can well be accepted as typical for cities of 2,500 to 10,000 population for the entire United States. The exact organization presented in the following list is found in 2 per cent more of the larger (5,000 to 10,000 population) than of the small (2,500 to 4,999 population) city-size groups. In the list, the 13 personnel groups which were all represented by one or more individual officers in 38 per cent of the cities are given, the name of the functional group following its number.

Personal groups: (1) Board of education; (2) board committees; (3) board president; (4) other officers of the board—clerk of the board, secretary of the board, treasurer of the board; (5) chief school executive—superintendent, supervising principal; (6) high-school principal—senior high-school principal, junior high-school principal; (7) elementary principal; (8) supervisors—general supervisors, special supervisors; (9) teachers—home-room teachers; (10) medical personnel—doctor, school nurse, county nurse, board of health nurse, dentist; (11) compulsory attendance personnel—attendance officer, truant officer, police officer; (12) janitors; (13) clerical staff—superintendent's clerk, principal's clerk.

DUTIES PERFORMED BY BOARDS OF EDUCATION—OFFICERS OF BOARDS

In the following paragraph, the duties of the board are listed in order from high to low percentages, with the percentage showing in how many of the cities the board of education, or a part of it, perform the specific duty listed:

(1) Makes and keeps up to date sinking fund records, 80 per cent; (2) makes and keeps up to date insurance records, 67 per cent; (3) inspects buildings to determine need for repairs, 61 per cent; (4) grants final approval for proposed budget, 61 per cent; (5) assists in making building programs for future development of the school, 57 per cent; (6) checks in supplies when received from vendors, 45 per cent; (7) prepares pay roll for teachers and other employees, 43 per cent; (8) rents buildings or parts of buildings to nonschool organizations, 42 per cent; (9) is responsible for up-keep of buildings, 34 per cent; (10) assists in making estimates of items for next year's budget, 33 per cent; (11) represents board in execution of contracts with vendors, 33 per cent; (12) authorizes sending out orders for purchase of supplies, 29 per cent; (13) represents the school in supervision of building construction, 23 per cent; (14) assists in selection of supplies for individual schools, 22 per cent; (15) participates in rating of janitors, 15 per cent; (16) combines requisitions into formal requests for purchases, 15 per cent; (17) assists in the selection of textbooks, 14 per cent; (18) recommends teachers

for election to board, 13 per cent; (19) supervises the making of repairs to school buildings, 13 per cent; (20) approves for payment the individual bills submitted to board, 12 per cent; (21) recommends dismissal of teachers, 11 per cent; (22) participates in rating of teachers, 8 per cent; (23) makes and keeps up to date bond records, 5 per cent; (24) keeps record of and inventories supplies in central storeroom, 3 per cent; (25) supervises storing of supplies to individual schools, 1 per cent; (26) keeps up to date the continuing census record, 1 per cent; (27) takes school census, 1 per cent; (28) makes and keeps student financial records, 1 per cent; (29) issues textbooks to teachers, 1 per cent; (30) issues supplies to teachers, 0.4 per cent; (31) ascertains and reports attendance at private or parochial schools, 0.2 per cent.

A review of the data in the above list reveals the fact that the clerk of the board is by far the most active member. It is significant to note that the three functions found most frequently performed by the board, its committees, and officers are clerical functions which might better be performed by the superintendent's clerk. In many small systems the clerk or secretary to the board and the clerk to the superintendent are one and the same person. This is a permissible practice if this clerk works in the superintendent's office under the direction of the superintendent.

THE SUPERINTENDENCY AND ELEMENTARY SCHOOL PRINCIPALSHIPS

In the list which follows, the percentages are given which represent the number of cities in which 65 of the 72 major duties in connection with the administration of school systems in the smaller cities of the United States are performed by superintendents and principals. The first percentage following the designation of duties 1 to 47 shows in what per cent of the cities the duty is performed by the superintendent; the second shows in what per cent of the cities the duty is performed by the elementary school principal. The first 47 duties are listed in the order of greater to lesser frequency according to performance by the superintendent; duties 48 to 65 in accordance to performance by the principal. Thus, the first statement on the following list should be read, "The duty of acting as direct head of the school system under the board is performed by the superintendent in 92 per cent of the cities, and by the principal of the elementary school in 6 per cent of the cities." The list of duties performed by superintendents and principals follows.

(1) Is direct head of school system under board, 92 per cent, 6 per cent; (2) recommends teachers to board for election, 89 per

¹ Either does all or assists in doing.

cent, 3 per cent; (3) selects supplies, 88 per cent, 37 per cent; (4) recommends dismissal of teachers, 83 per cent, 16 per cent; (5) selects textbooks, 79 per cent, 54 per cent; (6) rates teachers, 78 per cent, 41 per cent; (7) revises course of study, 77 per cent, 52 per cent; (8) issues employment certificates for State, 77 per cent, 7 per cent; (9) supervises regular subjects in elementary school, 74 per cent, 29 per cent; (10) rates janitors, 72 per cent, 32 per cent; (11) authorizes purchase orders, 69 per cent, 0.2 per cent; (12) combines requisitions into formal request for purchase, 69 per cent, 15 per cent; (13) transfers children from one school to another, 67 per cent, 31 per cent; (14) estimates items of next year's budget, 67 per cent, 39 per cent; (15) reports teachers' attendance to pay-roll officer, 66 per cent, 27 per cent; (16) directs general supervisors, 65 per cent, 18 per cent; (17) supervises janitors, 65 per cent, 27 per cent; (18) executes for board, contracts with vendors, 64 per cent, 1 per cent.

Superintendents and principals (19) formulate building programs in 62 per cent, and 10 per cent of the cases; (20) inspect buildings to determine need of repairs, 62 per cent, 3 per cent; (21) direct supervisors of the special subjects, 62 per cent, 11 per cent; (22) receive reports of absences investigated, 59 per cent, 39 per cent; (23) supervise classification of pupils into homogeneous groups, 59 per cent, 40 per cent; (24) supervise construction of new buildings, 58 per cent, 0 per cent; (25) supervise making building repairs, 56 per cent, 9 per cent; (26) are responsible for up-keep of buildings, 54 per cent, 10 per cent; (27) supervise regular subjects in high school, 53 per cent, 48 per cent; (28) keep record of and inventory supplies in buildings, 52 per cent, 41 per cent; (29) prepare pay rolls for teachers and other employees, 51 per cent, 1 per cent; (30) check-in supplies on receipt from vendor, 51 per cent, 15 per cent; (31) record criticisms of teachers observed, 50 per cent, 20 per cent; (32) grant pupils excuses for absences, 43 per cent, 57 per cent; (33) keep record of and inventory supplies in central storeroom, 43 per cent, 1 per cent; (34) rent school buildings, 34 per cent, 6 per cent; (35) report transfers to attendance officer, 31 per cent, 29 per cent; (36) help pupils make programs of study, 30 per cent, 75 per cent; (37) appear in juvenile court against parents keeping children out of school, 25 per cent, 1 per cent; (38) keep up-to-date census record, 24 per cent, 0.3 per cent; (39) supervise special subjects in elementary school, 24 per cent, 13 per cent; (40) keep financial accounts for student organizations, 20 per cent, 0 per cent; (41) occupy position of elementary school principal, 18 per cent, 91 per cent; (42) make and keep insurance records, 18 per cent, 1 per cent; (43) report absences of high-school pupils to attendance officer, 17 per cent, 1 per cent; (44) occupy position of senior

high school principal, 15 per cent, 0 per cent; (45) distribute supplies to principals, 13 per cent, 1 per cent; (46) make and keep up-to-date land records, 12 per cent, 0 per cent; (47) take the school census, 11 per cent, 5 per cent.

The remainder of the duties are expressed in percentages in the order of their occurrence in the work of *elementary principals only*. (48) Supervises storing supplies in individual schools, 64 per cent; (49) issues supplies to teachers, 58 per cent; (50) reports need for repairs to superintendent, 61 per cent; (51) issues textbooks to teachers, 58 per cent; (52) makes original requisitions for supplies, 56 per cent; (53) reports absence of elementary pupils to attendance officer, 58 per cent; (54) reports absence of high-school pupils to attendance officer, 52 per cent; (55) gives vocational counsel to senior high-school pupils, 49 per cent; (56) keeps daily register of attendance in senior high school, 39 per cent; (57) gives vocational council to junior high-school pupils, 39 per cent; (58) keeps daily register of attendance in elementary school, 25 per cent; (59) keeps daily register of attendance in junior high school, 20 per cent; (60) occupies position of junior high school principal, 20 per cent; (61) reports absences to school health personnel, 19 per cent; (62) visits homes of absent children, 16 per cent; (63) reports attendance at private schools, 15 per cent; (64) supervises special subjects in senior high school, 13 per cent; (65) acts as attendance officer, 8 per cent.

DUTIES OF OTHER OFFICERS

Limitation of space prohibits a complete summary of the data regarding the duties of the business manager, supervisors, home-room teachers, attendance, truant, and police officers, doctors, nurses, librarians, and janitors. The most important duties will be given, however, in the succeeding paragraphs.

In 6 per cent of the 836 cities studied the business manager grants final approval of the proposed budget; in 3 per cent he approves for payment the individual bills submitted to the school board; and in 3 per cent he makes and keeps the school insurance records. The other duties he performs are confined to less than 1 per cent of the cities in every case.

General supervisors are more frequently found in the larger than in smaller cities. They assist in the revision of the course of study in 34 per cent of the cities studied, supervise regular subjects in the elementary school in 12 per cent of the cities, make written reports of classes observed and criticisms offered to teachers in 10 per cent, and in less than 5 per cent of the cities occupy the following positions: Senior high school principal; special supervisor of art, music, etc.; supervisor of special subjects, such as art, music, etc., in high school;

junior high school principal; supervisor of regular high school subjects.

A slightly larger percentage of the larger cities have special supervisors than of the small cities. Their most commonly reported duty (of the 72 in the list) is the supervision of special subjects in the high school, which duty they perform in 51 per cent of the cities reporting.

Of the 72 duties, the one most frequently reported as performed by homeroom teachers is keeping the daily attendance register in the senior high school, and giving vocational counsel to senior high school students. These duties are performed in slightly less than one-fourth of the cities. (Teaching was not included in the list of 72 duties.)

A larger proportion of the larger cities have attendance officers than of the small cities. Their important duties, and the per cent of cities in which they are performed, are: Making visits to homes of absent children, 62 per cent; acting as attendance or truant officer, 58 per cent; arresting children for truancy, 45 per cent; appearing in juvenile court against parents who have kept children out of school, 41 per cent; reporting to school health personnel absences caused by illness, 30 per cent; ascertaining attendance at private and parochial schools, 28 per cent; taking school census, 24 per cent.

Truant officers arrest children for truancy in 34 per cent of the cities and appear in juvenile court against parents who have kept children out of school in 24 per cent.

The school doctor makes records of medical examination at the time they are taken in about one-fifth of the cities, and reports ill health to attendance officer as a cause of absence in one-sixth of them.

Making a record of the medical examination is the most frequently reported duty of the school nurse, this occurring in one-half the cities of the country.* In one-third of the cities she reports ill health of children to attendance officer as cause of absence, and makes a record of dental work done for the children by the school. About one-half of the cities have school nurses.

Few librarians perform any of the 72 duties in the list. The daily register of attendance in the junior high school is kept by the librarian in 2 per cent of the cities, and texts are issued to teachers in 1 per cent.

Five of the 72 duties on the list are quite commonly performed by janitors: Reporting to superintendent need for building repairs, two-thirds of the cities; making original requisitions for supplies, one-half; supervising repairing of school buildings, one-fourth; assuming responsibility for upkeep of building, one-fifth; supervising janitorial service, one-sixth.

* Duties which are inherently nurses' duties were not included in the list of 72 duties.

The foregoing presents in a limited way what the major administrative duties are which various members of the school personnel perform in the smaller city systems.

Chapter V

LOCATION OF OFFICES

The data in this chapter show that important school officers are actually removed from contact with the machinery of their school system through the undesirable location of their offices. It is now generally recognized that in all businesses of any consequence the personal element that makes for either efficient or inefficient administration is the most important factor making for the success or failure of an enterprise.

One of the important elements that makes for the personal efficiency of the head of a business, whether it be educational or otherwise, is ability to maintain high levels of existing standards and to lay plans for and execute programs for future development. To make educational plans that do not ignore the specific demands of localized problems in the school system requires an intimate knowledge on the part of educational officers of all phases of the school's work.

The successful administrator is the one who knows his situation first-hand. The everyday standards maintained by his subordinates are familiar to him. Boards of directors for successful individual and corporate businesses recognize that this intimacy is possible only to the man "on the job." The better school systems facilitate this close touch of their school officers by intelligently locating the headquarters of each as near to his work as possible. The Denver public school system is a notable example. A beautiful, efficient, and centrally located school administration building provides offices for various administrative officers in a location which facilitates in a maximum degree this desirable contact.

The data following show the lamentable situation in the smaller cities. In from 10 to about 70 per cent of the smaller cities the offices for 13 important school officers are located in extremely undesirable places.

The utter incompetency too often discovered among superintendents of the smaller cities, in their ability to answer questions about their school, their lack of knowledge, the too frequent absolute absence of any plans and programs relating to pupil, teacher, building, and financial problems, is often due to the fact that personnel, equipment, and records are scattered about the city anywhere, apparently, but under their control. Offices that should be located

in a school building are found in city halls, banks, stores, private offices of members of the board, private offices of nonmembers of the board, and private homes. These offices are not, as in those of certain corporations, "branch" offices, but are in all instances integral parts of a single office system. The following have been actual occurrences in the experience of the writer:

Upon visiting a small eastern suburban city, the writer inquired for the privilege of seeing the ledger of distribution which would show for what purposes the school spent the people's money. He was informed by the superintendent that such a record was kept by Mr. X, clerk of the board, an insurance agent in the city of New York. A few questions put to the superintendent plainly showed that the superintendent not only did not know about expenditures, but was almost totally ignorant of the district's indebtedness, insurance on its school buildings, what lands were owned by the district, and what future buildings had actually been planned. Later in the evening the clerk-insurance man came home. At his private residence the writer learned that, contrary to the belief of the superintendent, this officer kept no ledger. "Unnecessary" he termed this most essential administrative device for controlling the use of and safeguarding public funds. He had in his own good pleasure elected to retain purchase orders and file them in such a way that (in his opinion) he no longer needed to perform the duty for which he was being paid. His papers relating to the annual expenditure of some \$90,000 were scattered about in bookcases of his private residence. What the indebtedness of the district was and the facts relating to lands could not be ascertained until a banker member of the board returned from a three weeks' vacation in a neighboring State. During his absence certain of the school's accounts were locked in his home.

In conducting a survey of a small western city, the minute book, from the legal standpoint the most important record of the board, was unavailable because the secretary of the board had established his office and home during the past summer in a cabin situated in the Rocky Mountains. At the time of the survey, it was learned that, in reestablishing his home and office in the city, the school district minute book had been left behind. The cabin was snow-bound for months.

Another instance that has come within the experience of the writer is that of a superintendent in a New Jersey city who refused to be ignorant of the facts essential to the conduct of his school. He kept a duplicate set of books in his office that he might have necessary information available.

These arguments and data bearing on this problem are presented with some degree of emphasis because the anomalous situation in

educational administration of a superintendent assigned to the task of administering the schools from whom is withheld the machinery whereby he may efficiently discharge his duty is largely due to this absurd mal-location of offices and records.

Reference has already been made to the fact that many boards of education refuse their chief executives authority in the business affairs of the schools. This uneconomical and uneducational practice would not long continue in many places were it not for the fact that controlling accounts and essential information are actually withheld from competent and enterprising superintendents.

A brief summary of the data on the subject will be given to show the per cent of desirable and undesirable locations of offices of members of the administrative staff for the entire United States. Among desirable locations are included: Special building for school administration offices, senior high school building, junior high school building, and elementary school building. Undesirable locations are: Professional offices, such as downtown dentist's office, the city hall, local bank, local store, business office of a member of the board, business office of a nonmember of the board, and private homes.

In the following list, the per cent which follows the position of the officer is the per cent of offices which are desirably located, and the building listed after the per cent is the building in which the office is most frequently found when *desirably* located. Sometimes two buildings are given because there is no definite tendency to locate in a particular one; in this case the most-favored building is given first.

Superintendent of schools, 92 per cent, senior high school; business manager, 63 per cent, senior high school and elementary school; supervisor of buildings, 79 per cent, senior high school and elementary school; principal of the senior high school, 98 per cent, senior high school; principal of the junior high school, 97 per cent, junior high school, senior high school; principal of elementary school, 97 per cent, elementary school; supervisors, 90 per cent, elementary school, senior high school; attendance officer, 49 per cent, senior high school, elementary school; school doctor, 39 per cent, senior high school, elementary school; school nurse, 81 per cent, elementary school, senior high school.

In the following list, the per cent following the position of the officer is the per cent of offices which are *undesirably* located, and the buildings listed after the per cent are the ones in which the office is most frequently found when undesirably located. The locations are listed in the order of the frequency in which they are found.

Superintendent of schools, 7 per cent, city hall, private home; business manager, 37 per cent, city hall, private home; supervisor of buildings, 21 per cent, business office of member of the board, private

home; principal of senior high school, 1.75 per cent, city hall, private home; principal of junior high school, 8 per cent, private home, local store; principal of elementary school, 3 per cent, private home, business office of member of board, business office of nonmember of board; supervisors, 10 per cent, private home, city hall, business office of nonmember of board; attendance officer, 51 per cent, private home, city hall, business office of nonmember of board; school doctor, 61 per cent, private home, business office of nonmember of board, professional office; school nurse, 19 per cent, private home, business office of nonmember of board.

The figures given in the summaries above are briefly shown in Figure 7.

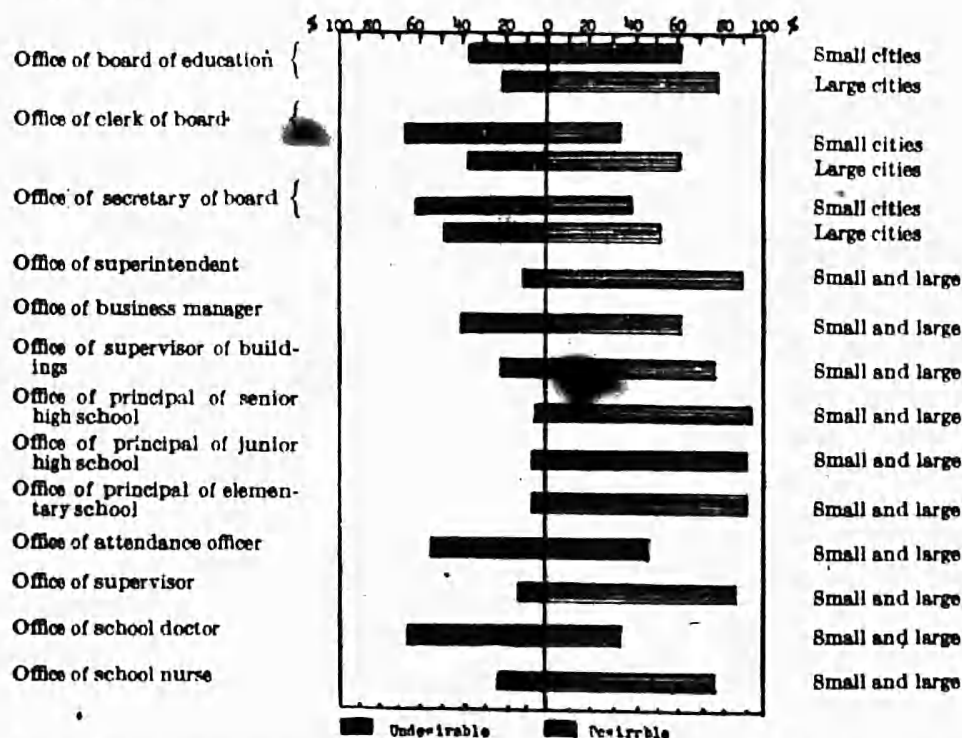


FIG. 7.—The per cent of desirable and undesirable locations for offices of the administration staff in public school systems in cities of 2,500 to 10,000 population

The most striking cases of undesirable locations are the offices of attendance officers, school doctors, board of education, and clerk of the board. The offices of attendance officers and school doctors are located away from school buildings more often than in them. In the case of the doctor there may be some excuse for having him work at his own professional office, where necessary instruments are available. A better practice, even here, is to have the doctor spend certain hours within the school building, where the children are. There is no question but that the proper location of the offices of individuals who are responsible for the proper functioning of the schools will greatly add to the administrative efficiency of any school system.